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ABSTRACT

This report is an evaluation of the Youth Crisis Center program run by the Wichita, Kansas Children's Service League to provide crisis counseling services to status offenders. Two major objective of the program were to reduce the number of adjudicated status offenders in Sedgwick County, Kansas; and to reduce placement of such youth in locked detention on long-term placement. Results of the study are provided in the executive summary, including the findings that: (1) there has been a reduction of new status offender cases and cases on hand but it is not possible to assess what impact the Crisis Center has had on these reductions; (2) a residual number of youth were still detained overnight despite the program; (3) clients given family counseling did achieve a substantial drop in repeated status offenses; and (4) program cost was high, with a cost of $393 per closed case, although costs declined 26% over an 18-month period. The document contains 10 major tables and 2 figures to support the findings. Appendices include guidelines for referring status offenders, a training component evaluation, miscellaneous tables, and revised evaluation design materials. (ABL)

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An Evaluation of a Family Crisis Counseling Center's Impact on Detained Status Offenders in Sedgwick County, Ks.

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a research presentation

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TABLE OF CONTENTS

Executive Summary 1

List of Tables, Figures, Appendices..... 3

Introduction Program Description..... 4

Evaluation Methodology.....21

Results.....31

Discussion.....49

Summary.....51

Appendices.....52

EXECUTIVE SUMMARY

This report is the evaluation of the Youth Crisis Center run by the Wichita Kansas Children's Service League to provide crisis counseling services to status offenders. Results of the study show the following:

1. County wide statistics do indicate there has been a reduction in the number of new status offender cases and cases on hand in the SRS system. Because there have been changes in funding and public law it is not possible to assess what impact the Crisis Center had on these reductions.
2. A residual number of youth (five or six per month) are still being detained overnight in the County Detention Hall. Opinions expressed by officials at the Detention Hall and KCSL indicate that there are logistical problems in entirely avoiding such detention and that such detention is not harmful to the youth. Results from follow up of clients served indicate that clients referred from the Detention Hall are not more likely to have repeated status offenses than other clients. There is no evidence to argue strongly that overnight detention should be avoided regardless of cost. Reduction of detention, however, was a stated program objective at the program's inception.
3. Clients given family counseling did achieve a substantial drop (at least 10%) in repeated status offenses when compared to a highly similar group of status offenders in prior years. The results give encouragement for continuation of such crisis services.
4. The program cost was high, though the cost per case decreased 26% over an eighteen month period as services were consolidated and volunteers were used effectively. The cost per closed case was $393. Each crisis phone call averaged $43. Consideration should be given to reducing or eliminating program components which do not directly provide service.

5. The program, as shown in prior monitoring reports by the evaluators, established agreed upon services for the intended client group in the quantities projected by the grant application. Thus, the costs discussed in 4 above were essentially known in advance.

MAJOR TABLES

1. Sex Demographic Characteristics of Closed Cases - Compared to JUVENILE COURT CASES from Prior Year 32

2. Race Demographic Characteristics of Closed Cases - Compared to JUVENILE COURT CASES from Prior Year 32

3. Age Demographic Characteristics of Closed Cases - Compared to JUVENILE COURT CASES from Prior Year 32

4. Living Arrangements at Time Case Opened by Frequency 33

5. Total Number of Status Offenders and Percent of Total on Hand at Six Month Period 35

6. Total Number of Status Offender New Cases Opened in Six Month Period 35

7. Status Offender Contacts by Youth Residence Hall 40

8. Fiscal Year Data - Approximate Cost by Type of Service Delivered 42

9. Total Hours of Client Service Delivered 45

10. Total Monthly Cost Broken Down by Average Monthly Cost Per Case and Average 47

FIGURES

1. Decision Making Flow Chart 15

2. Client Information Sheet 16

APPENDICES

A. Kansas Children's Service League - Juvenile Hall Referral Procedure 53

B. Review of Training and Counseling Procedures 55

C. Miscellaneous Tables 57

D. Revised Evaluation Design 63

INTRODUCTION

Removal of status offenders from institutions became a major Juvenile Justice issue in the mid 1970's. In March, 1975, the Law Enforcement Assistance Administration (LEAA) earmarked funds to develop community based programs as alternatives to incarceration. A national evaluation study was also begun to determine the effectiveness of those programs. The concern over status offenders continues to the present. This evaluation report, funded by the Kansas Social Rehabilitation Service (SRS), results from the concern of Kansans over the status offender problem in Sedgwick County. The evaluation was conducted to examine the Kansas Children's Service League (KCSL) Youth Crisis Center in Wichita which provides services to status offenders in Sedgwick County under an SRS grant.

There are important relationships between earlier national programs to d einstitutionalize status offenders (DSO) and more recently funded local programs. An exhaustive review of literature will not be included in this report because such reviews are available elsewhere. However, a few important points will be outlined, particularly recent research that will help readers understand the results of the present study.

DSO Goals

The stated goals of national DSO projects as outlined by the National Institute for Juvenile Justice (1978) were:

1. to remove status offenders from secure detention
2. to develop community based alternatives to incarceration
3. to reduce recidivism and improve the social adjustment of offenders
4. to encourage permanent incorporation of newly developed procedures into the juvenile justice system

These goals were clearly incorporated into the SRS request for proposal that announced the funding that was ultimately awarded to KCSL to implement the Youth Crisis Center (YCC). This program was begun in mid 1980. It is notable that Kansas juvenile law changed in July, 1980, specifically to prohibit long term detention of status offenders. Thus, the change of law technically forbade the long term detention of status offenders. The YCC, as we shall see later in the program description, was designed to provide service to youth who might previously have been detained. The change of law made the evaluation task somewhat difficult because reduction in detention of status offenders after mid 1980 could not be linked to the YCC program. Nevertheless, the change of law reflected the fact that concern with removing status offenders from institutions existed at a national, state, and local level.

Rationale For Deinstitutionalization

Why was there such concern for removing status offenders from institutions? To risk oversimplication, it may be said that status offenders have been viewed as children who do not deserve incarceration and who may be harmed by the experience of having penetrated the juvenile justice system. By definition, status offenders are offenders only as a result of being at an unfortunate age. Their acts would not be crimes if committed by an adult. Furthermore, it was an often unstated assumption that children became status offenders because of forces outside their control, such as a family disturbance which led, for example, to their running away from home. Finally, in contrast to delinquents, status offenders are predominately females who come from all levels of the socio-economic strata. Thus, society's special concern for protecting status offenders may also relate to cultural emphasis on protecting women.

Because status offenders may be different in many respects from other juvenile delinquency problems, the programs designed to deal with them may also be quite different.

Whatever the motivation for the concern, specific explanation for how status offenders were being harmed came from sociological labeling theory. Labeling theory, simply stated, holds that people tend to act as they are categorized. If once called an offender and stigmatized by entry into the juvenile system, a youth, it is theorized, will be more likely to re-engage in offender behavior. The fear was that incarcerated status offenders would come to view themselves as offenders and would then tend to repeat behavior that would spiral them into more serious difficulty. There was also concern that the process of incarceration was traumatic and would leave psychological scars such as reduction of self-esteem. This reduction of self-esteem was seen as undesirable whether or not it led to recidivism.

Thus the goal of DSO programs, was to minimize the penetration of status offenders into juvenile justice systems to prevent stigmatization occurring from contact with police, courts, and detention centers. Minimization of penetration was to be achieved by referral or diversion. If available, diversion to someplace outside the formal, public system would be preferred, such as private treatment. The YCC represents such a program in that it is housed in a private, not-for-profit agency to provide crisis counseling for status offenders and their families.

The difficulty with DSO projects, as more recent literature suggests, is that the original rationales were never clearly proven. First, labeling theory has remained only a theory. Dunford (1980) stated that there was little evidence to support the notion that stigmatization results in increased

recidivism. Furthermore, there is even less support for the belief that referral of status offenders to treatment specialists would be less stigmatizing anyway. Thus, the reduction of penetration concept is suspect as an explanation for any possible project or treatment results.

The present project represents an interesting mix of theoretical concepts. As will be seen in more detail later, the project rationale implied that reduction of trauma (stigmatization) was desirable to help youth avoid future contact with the system. It was perhaps more directly presented that the intervention itself, the family counseling, would create changes in the family sufficient to reduce recidivism.

This tracing of theoretical assumptions is important to the program evaluation because it is necessary to explain project results. If reduction of stigmatization is seen as crucial to project success, then failure of the program to reduce penetration (i.e., reduce detention) is a serious flaw. If, on the other hand, the family counseling is the major factor in reducing recidivism, then it would seem to matter less that counseling was provided after a short period of incarceration.

The SRS Request For Proposal (RFP), however, specifically called for reduction in short and long term detention. The RFP also attempted to locate these counseling services outside the formal, institutional "stigmatizing" confines of the county court services offices by offering grant monies to a private agency. Thus, it is not entirely clear from examination of the proposed program what exact theoretical rationale was behind the RFP. It was the RFP that precisely dictated the location, nature, and scope of services to be provided to status offenders in Sedgwick County. The rationale appeared to be a mixture of a belief in reduction of stigmatization and confidence in the power of family

counseling.

The SRS request for proposals hinted at some of the theoretical underpennings that initiated the project.

> "It has been found through many studies that families are most amendable to service intervention and change when intensive counseling services are offered at the time of crisis with counseling sessions scheduled closely together. A wait for the initiation of the counseling sessions can have the result of the family losing motivation for problem solving and not following through on the referral to counseling. Many families have difficulty utilizing counseling services due to transportation problems or resistance to services by one or more family members. Typically, the families with the least ability to cope with the demands of parenting and of everyday life have difficulty mobilizing themselves to follow through on needed services once the immediate crisis passes. With the additional lack of transportation the likelihood of involvement in traditional counseling services is further diminished. The lack of after hours services results in the unnecessary detention of youth as mentioned. The inappropriate use of detention even for a short period of time is an unnecessary blow to the self-esteem of youth who are likely to need help with their feelings of self worth anyway."

The RFP seemed to indicate that detention is bad because of the effects on clients' self esteem and therefore should be minimized whenever possible. There is, however, a dual concern. Not only is protection of self esteem through elimination of unnessary detention considered important but immediate delivery of counseling services is considered crucial for effective impact. Thus, it is not clear whether immediate provision of services is necessary to eliminate stigmitization or to enhance the effectiveness of counseling with families, or both.

Such uncertainty about underlying assumptions is not at all unusual in development of programs to meet human needs. Nevertheless, evaluators are asked to determine whether a program works and why. Evaluators must attempt to ferret out the connections between stated goals and objectives, methods and procedures

to meet those objectives.

Unanticipated Results

One possible result of expanding of juvenile services is often unanticipated. Sometimes in the effort to provide additional services to the youth and their families some clients begin to be served who ordinarily would never have been reached by services. This is called the net-widening effect. At first glance it would appear beneficial to provide a variety of services to a broad range of clients. However, this net-widening effect may not always be beneficial. Many clients may be able to do quite well without the provision of services. These clients are unnecessarily stigmatized by their contact with the system. Thus, the unanticipated net-widening effect of providing increased juvenile services is thought by some to be a negative effect of the expansion of services.

This concept was not directly discussed in the RFP or the KCSL grant proposal. Consequently, evaluators must raise the concern to aid in the interpretation of program results. It is possible that the provision of services to status offenders could be done in such a manner that more, not fewer, youth become enmeshed in the expanding juvenile justice system. This expansion may or may not be clinically good for youth, but is almost certainly bound to be expensive, which is an increasingly important consideration in tight economic times. Examination of this issue in relation to the present project will be offered in the results section of the report.

Dunford, F.W., Osgood, D.W., Weichselbaum, H.F.; A National Evaluation of Juvenile Diversion: Research Design and Preliminary Findings. Paper Presented at the meeting of the Western Society of Criminology, Newport Beach, California, February, 1980.

National Institute for Juvenile Justice and Delinquency Prevention. National Evaluation Design for the Deinstitutionalization of Status Offender Programs. United States Department of Justice, 1978.

Rutherford, A., McDermott, R.; National Institute of Law Enforcement and Criminal Justice. National Evaluation Program-Phase 1 Summary Report-Juvenile Diversion, United States Department of Justice, September, 1976.

PROGRAM DESCRIPTION

An overview of the KCSL-YCC program will be presented here to facilitate understanding of statistical information to be presented later. Complete explanations of the program are available in the original and second year KCSL grant proposals. Understanding of the program can also be enhanced by examination of the flow of decision making processes in the management of cases. This examination will be presented here. All social service programs change over time. The evolution of the present project will be explored briefly to show how KCSL staff adapted to insights gained from their experience in implementing their program.

The KCSL-YCC achieved start-up in mid-1980. There were two major objectives as stated in the grant proposal: (1.) to reduce the number of adjudicated status offenders in Sedgwick County; and (2.) to reduce placement of such youth in locked detention or long term placement.

The major services to be provided with grant money included:

1.) telephone crisis counseling

2.) face to face individual and family counseling

3.) family strengthening services

4.) open group support services

5.) adult volunteer matches

6.) emergency living services

7.) resource mobilization services

8.) inter-agency referrals

KCSL efforts to advertise their services to the general community were made in two major ways. Advertisement was done to attract clients and to develop relationships with important community services.

1. contact with schools, mental health groups, police, and other agencies who might wish to make referral

2. public service announcements and advertisement of the telephone crisis line

Thus, clients could arrive at the YCC through at least three routes: 1.) direct referral from juvenile authorities, 2.) referral from community agencies, and 3.) self-referral.

Several months into the project, KCSL staff began to question the usefulness of providing emergency living services which, once provided, seemed to encourage tears in the fabric of family structure rather than merely

provide a cooling off period. Subsequently, these services were nearly eliminated.

In September, 1980, the evaluators raised questions about the nature and relationship of family strengthening services and open group support services to stated project goals.

The stated purpose of the drop-in open groups was to provide parents easy and anonymous access to counseling services. No appointments were necessary and no attendance records were kept. Evaluators noted that since there were no records kept on who attended this group that evaluation of its effectiveness would be difficult, if not impossible. Furthermore, the function of the group was not clear. It appeared to be a recruitment device to acquaint parents with the services available at KCSL. It did not appear to be a treatment group for clients targeted by the grant in that the thrust of the grant was to provide crisis services. The drop-in groups appeared to be questionable in terms of consistency with the original purpose of the grant. The second quarterly report by KCSL noted that the original drop-in groups had not been implemented because of staff availability and because clients in crisis were too overwhelmed to handle a group situation. However, other structured groups and family strengthening activities were planned and were later implemented.

The evaluators discussed other concerns with KCSL staff at the beginning of the project. A principle issue with important implications was the procedure used to select the clients who would receive services.

The thrust of the grant proposal as indicated by the program title itself was clearly to provide direct crisis services to youth who were "at

risk" of becoming status offenders or who were already incarcerated. To provide services to youths with minimal current, though possible more serious future difficulties, could have several implications:

1. dilution of resources, making concentrated delivery of services to the true target group more difficult.

2. a net-widening effect - youth and families who might ordinarily never perceive themselves as in need of help might receive referral for services. The unintended effect could be to reduce the confidence of families to solve their own problems and to serve clients who are not truly "at risk."

These concerns lead directly, then, to examination of client selection procedures.

Client Selection and Decision Processes

To assure that terms of the grant were being met and to understand the general impact of the program, it is important to look at selection and decision-making processes. Once in contact with the program, clients. cases could have several dispositions. Once in contact with the program, clients' cases could have several dispositions. Examinations of these other internal decision-making processes in routing and dismissing cases will give a clearer understanding of the program operation.

The first concern with decision-making centers around the procedures to select the intended target population of "at risk" status offenders.

It is important to define what was meant by the term "status offender" and particularly by the term "at risk." Please refer both to Figure 1 (Flow Chart of Decision Making Processes within KCSL) and to Figure 2 (Client Information Sheet which was developed by the evaluators and KCSL to record information about clients as they proceeded through the program.)

Figure 1 EVALUATOR REVISIONS

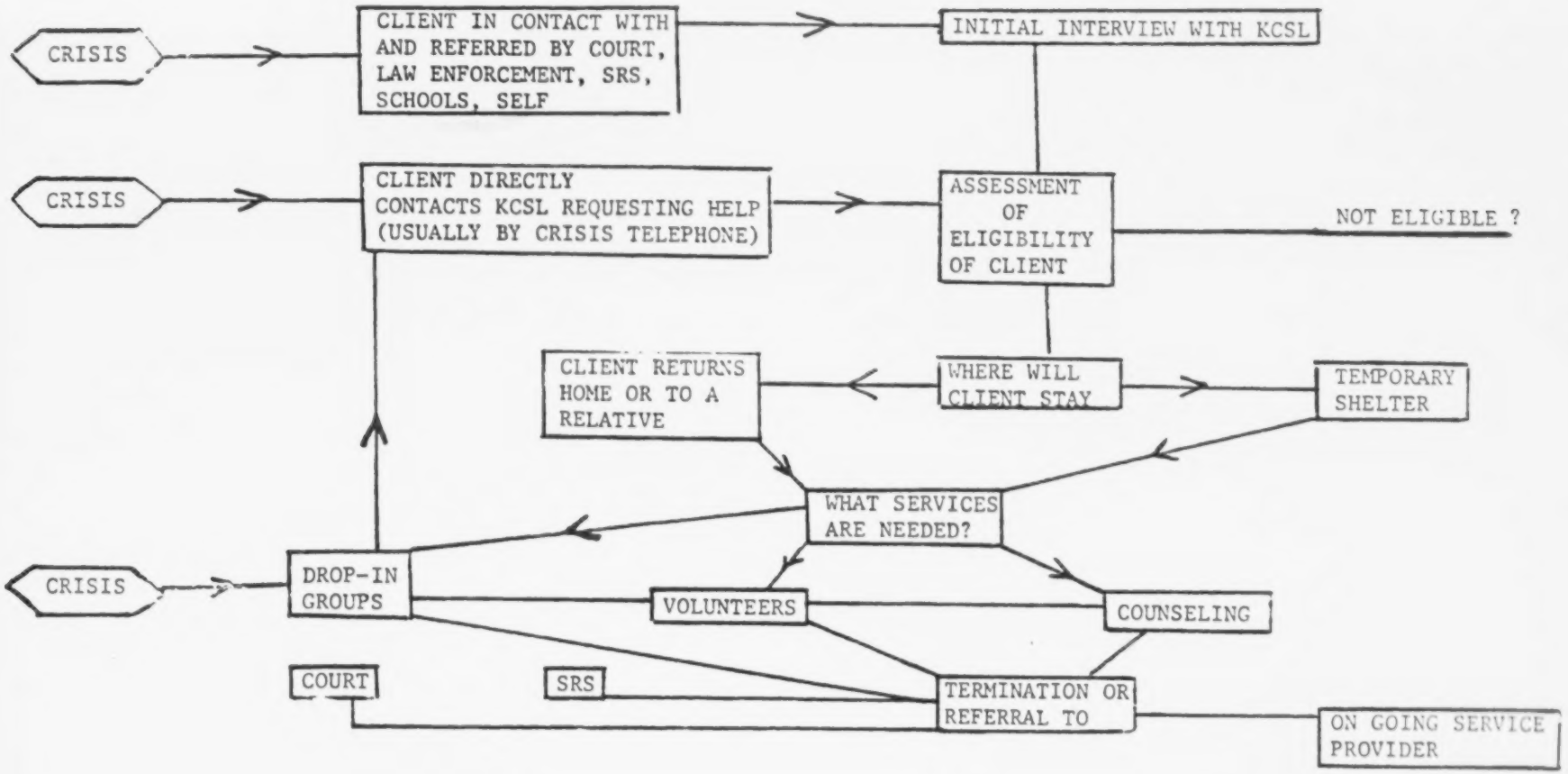

Figure 2

Client Information Sheet

's Name _____

☐☐☐☐☐ Case Assigned

☐☐-☐☐-☐☐ Date of Client Initial KCSL Contact with KCSL

Race--- 1 - White
2 - Black
3 - Mexican-American
4 - American Indian
5 - Oriental
6 - Other _____

Age (in years) ☐☐ Current Living Arrangements

# of Siblings

Sex 1 - M
2 - F

1 - Parents
2 - Mother
3 - Father
4 - Mother & Stepfather
5 - Father & Stepmother
6 - Relatives
7 - Foster Family
8 - Friends
9 - Independent
10 - Detention
11 - On the Run
12 - SRS Placement
13 - Other

☐ Referral Source (Same as reported on quarterly report

1 - Juvenile Ct
2 - SRS
3 - LE
4 - Schools
5 - YRH
6 - Friends
7 - Adv/Publicity
8 - Other

Service available but case not opened because

1. Information only.
2. Initial phone counseling solves problem.
3. Ongoing service decline by client.
4. Client will call back for service
5. Appointment made for future service but appointment not kept
6. ~~Other~~ Other

Service beyond telephone counseling not available because:

1. Client does not reside in county.
2. Not a juvenile.
3. Truancy is the only problem
4. Request is for other services; client not "at risk".
5. Adjudicated _____
6. Other _____

(For unopened cases) Information given about:

1. Juvenile Court
2. SRS
3. LE
4. Schools
5. Other KCSL services
6. Other _____
7. none

☐☐/4 Time in hours and quarter hours of telephone/crisis counseling (for clients who receive no other YCC services)

☐ Reason for opened case: (RFOC)

1. Child in danger of placement because of status offense behavior-----runaway, ~~truancy~~, ungovernableness
2. Youth in locked detention or just released.
3. Youth has history of status offenses or displaying such behavior although still living at home.
4. Alleged child mistreatment which calls for temporary care.
5. Other--Specify _____

☐ Repeat or New Client
Enter 1 if repeat client
2 if new client
(a repeat client has previously had an open case under YCC grant)

☐ Previous legal adjudication
1 - delinquent/misdemeanor
2 - status offenses
3 - deprived status
4 - 2 or more of the above
5 - none

☐ Previous detention under juvenile court 1 - Yes 2 - No 3 - Unknown

☐ Previous foster placement through SRS 1 - Yes 2 - No 3 - Unknown

☐ Current School Situation
1 - Attending
2 - Not attending

☐ Current Employment Status
1 - Employed
2 - Not Employed

☐☐/4 Time spent in Delivery of Services
hours in telephone crisis counseling (for client with opened case)

☐☐/4 # hours in group counseling

☐☐/4 # hours individual counseling with: (put 1 in any box that applies) → ☐ Youth ☐ Mother ☐ Father ☐ Stepfather ☐ Stepmother ☐ Relative ☐ Foster Parent ☐ Sibling ☐ Other

☐☐/4 # hours family counseling.

☐☐/4 # hours of Collateral Contact

☐☐/4 # hours indirect time

☐☐ # days volunteer match works with client

☐☐ # days client spends in foster home placement

☐ Receiving Ongoing Services (Non YCC grant)
1 - Counseling
2 - Health-related
3 - Vocational - Educational
4 - Recreational
5 - Residential Care
6 - Case Management
7 - Substance Abuse Treatment
8 - Other _____
9 - none of the above

Figure 2 Continued

STATUS AT CASE CLOSURE

☐☐ Living arrangement at Closure
1 - Parents
2 - Mother
3 - Father
4 - Mother and Stepfather
5 - Father and Stepmother
6 - Relatives
7 - Foster Family (KCSL)
8 - Friends
9 - Independent
10 - Detention
11 - On the run
12 - SRS Custody or Placement
13 - Other

☐ Reasons for Closure

1 - Runaway
2 - Ongoing service declined by client
goal not achieved
3 - Client/Family Terminated--partial goal achieved
4 - Completed Services - Goal Achieved
5 - Case transferred (see below)
6 - Other_____

☐ Transferred to other KCSL Service

1 - Individual/Family Counseling
2 - Group Services
3 - Case Management
4 - Emergency Foster Care
5 - NONE OF THESE

☐ Case transferred to:

1 - Juvenile Court
2 - SRS
3 - LE
4 - Schools
5 - Other_____
6 - None of these

☐ Legal Status at Closure
1 - Non-adjudicated/non-emancipated--parent's custody
2 - Adjudicated Delinquent
3 - Adjudicated Status Offender
4 - Adjudicated Deprived
5 - Emancipated

-16-

☐ School situation at closure
1 - Attending
2 - Not attending

☐ Employment status at closure
1 - Employed
2 - Not Employed

☐☐-☐☐-☐☐ Date of Closure

The evaluators wanted to know specifically in what cases service would and would not be available and for what reasons. Consequently, three possible categories existed and were defined on the Client Information Sheet:

1. reason for opened case
2. service beyond telephone counseling not available because
3. service available but case not opened

Each of these categories was further defined and subdivided into exhaustive and mutually exclusive divisions. When a client makes the original contact with KCSL through the telephone crisis line there is no opportunity for pre-screening prior to that point. However, when the client is personally interviewed, the case may only be opened for the following reasons:

1. the child is in danger of placement because of status offensive behavior such as runaway or ungovernable
2. the youth is in locked detention or has just been released
3. the youth has a history of status offenses or is displaying such behavior although still living at home
4. there is alleged child mistreatment which calls for temporary care.

A client may be ineligible for services for the following reasons:

1. the client does not reside in Sedgwick County
2. is not a juvenile
3. truancy is the only problem (truancy should be handled by other available services)
4. the client has requested other services and is not "at risk"
5. the client is currently adjudicated and under the care of SRS

Sometimes service is available but a case is not opened because:

1. information only was needed
2. initial phone counseling solved problem
3. on-going service was declined by client
4. client will call back for service
5. appointment made but not kept

When a client has been referred by family court services, law enforcement, SRS, or the schools, there would appear to be a great likelihood that the client is eligible for services. Nevertheless, an initial interview is required to assess eligibility. As Figure 1 shows, if a client, whether referred by self through the phone crisis line or by another agency, is ineligible for services, then referral is made elsewhere.

If the client is eligible for services, then other decisions need to be made. There are three principle alternatives available to the client:

1. the client returns home or to a relative
2. client is given temporary shelter
3. the client is returned to the detention center

As mentioned, as the problem matured it became evident that placement in temporary shelter was not desirable,and return to the detention center was the event the program was intended to avoid, and was never considered an acceptable alternative.

After determination of eligibility the next decision to be made is whether the client needs counseling services, volunteer matches, or some other sort of intervention. The alternatives available to the client are also shown on the Client Information sheet where the number of hours for the

various services rendered are listed. These include:

1. individual counseling
2. family counseling
3. volunteer matches
4. other on-going services that are not provided as part of the YCC grant

After the client has been determined eligible for services and has received counseling or other services, the next decision to be made is when to close the case. The reasons for closure are listed on the Client Information Sheet as:

1. client is a runaway
2. on-going service is declined by the client
3. the client or the family has terminated services with only partial goals being achieved.
4. services are completed, problem is solved and the goal is acheived
5. the case is transferred to another service

If the client was referred to another KCSL service such as individual or family counseling of a long term nature, to group services, to case management, or to emergency foster care, then it is understood that the nature of the client's problem is severe enough to warrant long-term rather than crisis services such as provided by the YCC grant. It was also possible for a case to be transferred to a service outside of KCSL such as to the juvenile court, SRS, law enforcement, or to the schools. These alternatives are also reflected in Figure 1 and on the Client Information Sheet.

With this overview of the program operation and services in mind,

attention can now be focused on evaluation methods with emphasis on the goals and objectives of the program. (The number of clients in each of the categories on the Client Information Sheet discussed above is reported in Appendix C - Miscellaneous Tables.)

EVALUATION METHODOLOGY

The original goals of the Youth Crisis Center as outlined in both the KCSL grant proposal and the Kansas Social Rehabilitation Service request for a proposal were:

1. to reduce the number of status offenders placed outside of the home on a non-temporary basis in any type of facility
2. to reduce the number of status offenders detained
3. to reduce recidivism of status offenders in the areas of repetition of same or similar offense and escalation to a more serious offense

The evaluators in cooperation with KCSL translated those goals into six different objectives. These goals were incorporated into a revised evaluation proposal to SRS on August 29, 1980. (See Appendix D.)

1. the number of adjudicated status offenders in Sedgwick County should be reduced as a result of this project
2. the number of status offenders and long term placement in Sedgwick County should be reduced
3. the number of status offenders in locked detention in Sedgwick County should be reduced
4. youth served by the YCC program reduce their risk of another crisis contact with the criminal justice system
5. youth served by the YCC program reduce their risk of long term placement
6. youth served by the YCC program avoid locked detention

As mentioned, due to changes in public law, long detention of status offenders (detention over 48 hours) became unlawful at the inception of this project. It was also thought important to have measurement of the outcome both of individual clients served by the YCC project and of county wide status offenders statistics. It was thought possible that even great success with those clients served by the project might have little impact on county-

wide statistics. This is so because of the fact that as soon as one group of status offenders is treated, another younger group ages to take their place, thus assuring a steady supply of clients. The sheer number of people who could become status offenders makes prevention a formidable task for any project. Consequently, it would be unfair to judge the project negatively if it failed to have impact on a population as large as that in Sedgwick County. Further explanation of how each of these objectives was measured will be given in the next section.

Program Start-up

The materials needed for start-up of this project were relatively straightforward. They included staff, facilities, offices, telephones, and clients who were soon referred by a variety of sources but in particular by the Family Services section of Sedgwick County and the telephone crisis line. Policies and procedures, such as criteria for determining eligibility and for deciding when to terminate, were developed within the first two months of the project.

The activities necessary to implement the YCC project fell into two categories: 1.) ancillary services, and 2.) providing of direct client services. The ancillary services included development of the policies and handbooks for volunteer training, foster parent procedures, working relationships with the courts and community coordination efforts such as advertising programs and contacts with participating agencies. Other activities included staff training and development. The second category of activities were those related to providing client services such as the telephone crisis counseling and family and individual counseling.

Before there is any sort of statistical evaluation of a social service project, there must be a determination that there is a logical connection between the services and activities as outlined by the project and the stated objectives and results that are to be obtained. Because the project seemed oriented in large part toward removing youth from locked detention, the evaluators were especially concerned to see that project activities had a prima facia expectation of achieving those objectives. The evaluators questioned how drop-in support groups and family strengthening services would help reach the objectives of reducing the population of status offenders in Sedgwick County Juvenile Detention Hall. It seemed crucial that KCSL develop a procedure to coordinate with the Detention Hall for immediate removal of status offenders who were brought to the Detention Hall on a crisis basis. A document was developed by KCSL in conjunction with Larry Vardemann, Director of the Detention Hall, and became part of KCSL operating procedures. Between the hours of 8:00 a.m. and 9:00 p.m. procedure was established with the Detention Hall and KCSL to allow youth who have been released to KCSL staff. (See Appendix A.)

The broad based community efforts such as public education and family strengthening groups could have the effect of reducing county wide offender statistics. However, the evaluators expressed doubt that a half dozen workers could be reasonably expected to be that effective. The effects of their activities would not likely be seen in individual client statistics but in broader based statistics such as SRS placement records and Detention Hall detention records. A reduction of SRS out of home placement and detentions in the Detention Hall could be due to KCSL activities but could also reflect

a number of other variables and factors in the community. Furthermore, it could be argued that these broad based preventive activities undertaken by KCSL could have the net-widening effect discussed earlier and may actually have the result of increasing the number of youth and families who come into contact with the juvenile justice system. The interpretation of statistics gathered by the evaluators to be given in the results section of this report clearly depend on understanding these concepts of juvenile justice intervention.

Immediate Results

The immediate results of the activities undertaken by the YCC project include such items as:

1. number of counseling sessions
2. number of foster home placements
3. number of volunteer matches
4. number of telephone crisis calls

Without such immediate results as counseling sessions, achievement of project goals is presumed impossible. In general, the project achieved the number of service deliveries projected in the grant proposal. Hours and numbers of service deliveries are reported in a later section.

Specific Evaluation Design

The specific evaluation design for the YCC project has changed since the original proposal. A revised proposal was submitted and approved by SRS on August 29, 1080 (Appendix D.) Small Additional changes have been necessitated due to on-going changes in the YCC project and are explained in the following

report. The following section will outline the evaluation design and give explanation for its rationale.

Regardless of how sound the theoretical design, no program can be efrective unless implemented. The first part of the evaluators' activities was to monitor the implementation of the KCSL program as proposed in their grant proposal to SRS. For example, the evaluators wanted to determine that necessary staff were available, that necessary services were on line, and in general that all necessary material was ready for implementation of the project. This process evaluation has been reported in detail in quarterly reports to SRS. In general, the project experienced no difficulties in securing needed material and personnel.

It was also considered necessary to determine that training of staff was being done in such areas as counseling techniques, and program policies. It would, for instance, be unreasonable to expect staff to select clients who are representative of the intended target group without knowledge of who comprised the target group. Perhaps most important, however, was the appraisal of counseling procedures used by staff. In order to determine that KCSL staff were using appropriate counseling techniques when working with clients, the evaluators contracted with a clinical social worker to review procedures and cases and give an opinion about KCSL procedures. Without a positive report, it would have been difficult for evaluators to attribute any success of the program to the counseling interventions of the KCSL staff. The subjective appraisal was generally favorable (Appendix B.)

The next step in the program evaluation was to determine that clients served by the project were "at risk" status offenders and that those status

offenders were representative of status offenders as a whole in Sedgwick County. Without assurances of the comparability of the YCC clients to status offenders from previous years in Sedgwick County, no comparison of YCC clients to other groups could be made. It was important to determine that YCC clients were not a select group of status offenders with less severe problems who would have been successful regardless of interventions or services given. It was also important to determine that these clients were not more severe cases than those with whom they would be compared later.

There were two strategies for attaining these assurances. First, the selection criteria and decision making procedures for accepting clients into the program were studied. This has been previously discussed in the section on program description. Second, a control group of status offenders pre and post July 1, 1980, was selected and demographic characteristics were obtained. Then, the demographic characteristics of YCC clients were compared to the demographic characteristics of the control group. These results are given in the results section.

The August, 1980, revised evaluation design indicated that the evaluators would report the number of clients served in various program components with a breakdown of client demographic characteristics by service component. The evaluators promised to provide the number of clients served in program components. However, because there were so few clients served in any category other than individual and family counseling, there seems to be little purpose in analysis of demographic characteristics by service component. Furthermore, one of the service components, foster home placement, was virtually eliminated by KCSL and volunteer matches were made in only two

reported instances.

The evaluators indicated that the number of hours of clients' involvement in various services would be reported, and this will be given in the results section.

The August, 1980, revised proposal also outlined a plan to construct a scale to measure community attitudes toward the KCSL project to determine the level of community acceptance and use of the program. However, upon consideration, it seemed more sensible to simply accept the volume of clients as an indication of acceptance of the program. When the evaluators constructed the data gathering form (Client Information Sheet) that was filled out by KCSL and sent to the evaluators, an indication of referral source was included. As will be shown in the results section, the records indicate that the juvenile court, SRS, law enforcement, schools, the youth residence hall and a variety of other sources referred clients to KCSL. Informal contacts by the evaluators with these various referral sources indicated wide acceptance of the program. In any case, the objective records of referrals are probably the strongest evidence that can be gathered.

In the revised evaluation design the evaluators explained the difficulty of cost effectiveness studies. Though a cost effectiveness study was not proposed, a cost study was outlined to include cost per client day and cost per client served. It also will be included in the results section of this report.

Reporting of statistical results can be divided into two sections. First, descriptive statistics which will include a client profile of demographic characteristics, a client breakdown by service category, and volume of clients

by service category, and a variety of other descriptive statistics such as length of time of clients in the program. The results of this report are based on Client Information Sheets on cases closed from October, 1980 through March, 1982.

The second kind of statistics to be given in this report are broad based in nature. These statistics are divided into these categories: 1.) county wide data on the status offender population, and 2.) specific follow-up on KCSL clients. More explanation of these statistics will be helpful in interpreting the data.

County Wide Statistics

There are county wide statistics available from the Sedgwick County Dentention Hall, SRS, and the Juvenile Justice Information Unit of the State. Analysis of these statistics are designed to answer several questions such as whether long term SRS placements, arrest, and detainment in the Detention Hall have declined. Because of the change in public law there can be no long term placements in the youth detention hall in Sedgwick County, but SRS out of home placements are still a possibility. SRS was unable to provide the evaluators with complete records for previous years. However, the information available does suggest some change over time in the disposition of status offenders in Sedgwick County. These data in and of themselves, however, do not conclusively show the effects of the YCC project. A host of other historical and community factors could have occurred and could be the explanation for any changes noted. This will be discussed in the discussion section of this report.

Another question to be answered from county wide statistics is whether or not the number of detained status offenders on a short term basis has declined in Sedgwick County. The youth detention hall has maintained records for the evaluators on a monthly basis showing the number of status offenders who have been held each month. These results will be shown in a chronological sequence of detentions per month.

Follow-up on KCSL Clients

A six month follow-up was done on clients served by the YCC project to determine their risk of renewed crisis contact with the court system after delivery of services. Beginning with these statistics, this report enters into data gathered specifically on KCSL clients. To provide some experimental rigor, a control group of status offenders who were in contact with the juvenile court just prior to the actual implementation of the KCSL project were studied. Their records were examined to determine their frequency of contact within six months after having been counseled and released by the family court services section. It should be noted that this control group has in fact been provided service by family court services. Thus, the comparison of follow up data on prior year's status offenders with KCSL clients is in reality done between groups, both of whom have been provided services. At no time in the past did family court services merely release status offenders who were brought in. Counseling or referral has always been a service provided by the family services section. If a superior outcome is achieved by those cleints served by the YCC project, then the implication should be that this particular method of service delivery is superior to the old method of service

delivery. However, a true control group was not available. Confidence in the comparability of the groups depends on the degree of similarity of the groups to each other on the variables of age, race, and sex.

RESULTS

Demographic Information

With information provided by KCSL on the Client Information Sheet, the evaluators were able to provide a description of client demographic characteristics. Tabular presentation of these data accompany this narrative explanation. In the period from October, 1980 through March, 1982, 453 cases were reported closed by KCSL. 372 or 82.1 per cent were white, 56 or 12.4 per cent were black, 13 or 2.9 per cent Hispanic, 3 were Indian. 9 other cases were reported other. 287 or 63.4 per cent of the cases were females. This percentage is consistent with nation wide figures showing proportion of female status offender populations (Tables 1,2.) The age of KCSL clients ranged from age 10 to 17. The mean age was 14.73 years with over 50 per cent of the clients being either 15 or 16 years of age (Table 3.)

30 per cent of the clients were living with their mothers at the time of the crisis. 28 per cent were living with both parents. 5.7 per cent were living with mother and step father. Other living arrangements at the time of the crisis are infrequent and are reported in the tables (Table 4.)

Statistical comparisons of the demographic characteristics of the clients served by KCSL project with the status offender control group from the period around July 1, 1980 indicate that there are no statistical differences between the two groups on the variable of age, race, or sex. Comparisons were made to the available demographic characteristics of status offenders as a whole in Kansas as reported on the Kansas Juvenile Justice Statistical Information card. These data did not reveal any statistically significant differences between the two groups.

Tables 1,2, and 3

Demographic Characteristics of Closed Cases Compared to Juvenile Court Cases From Prior Year

Table 1

Sex

	Male	Female	Total
Juvenile Court	257 (42%)	350 (58%)	607
KCSL	165 (36.5)	288 (63.5)	453

Table 2

Race

	White	Non-white	Total
Juvenile Court	458 (86%)	78 (14%)	536
KCSL	372 (83%)	81 (17%)	453

Table 3

Age

	9	10	11	12	13	14	15	16	17	18	Mean age
Juvenile Court	2	5	8	29	65	134	190	110	63	1	14.7
KCSL	0	2	10	28	62	65	123	123	39	0	14.7

Table 4

Living Arrangements at Time Case Opened by Frequency and Percent of Total		
Category	Frequency	Percent of Total
Both Parents	129	28.5
Mother only	139	30.8
Father only	17	3.8
Natural Parent or Stepparent	87	19.2
Other relative	24	5.3
Friend	19	4.2
On-run	21	4.6
Other	16	3.6
Total	453	100.00

County-wide Results

The data on status offender trends in the SRS system in Sedgwick County do suggest there has been a reduction in new cases and cases on hand at the end of each six month period. Data from the SRS Child Tracking Form was only available for certain periods since December 31, 1979, as shown in Tables 5 and 6; however, the effect of the YCC project on these trends is difficult to pinpoint. Cutbacks in SRS funds for status offender cases may have resulted in agency hesitancy to open cases and may have prompted faster processing and a quicker closure of cases to reduce the number of offenders on hand. Increased community and SRS worker awareness of the status offender problem may also have played a part in the way these youths were processed by the system i.e., greater reluctance to provide out of home placements for status offenders.

Despite these caveats, the data are encouraging, especially when viewed in tandem with the positive results from the follow-up of YCC clients. These results indicate that status offenders served by the YCC Project are not likely to become re-involved in similar or worse types of offenses.

Results of Follow-up on YCC Clients

A six month follow-up was done on 377 clients whose cases were closed from October, 1980 to December, 1981. The Family Service section of the Sedgwick County Juvenile Court provided the information on juvenile contacts with the court by hand examination of court records.

37 of these 377 clients had new contact with the juvenile court resulting in a formal petition being filed. These would include deprived, wayward,

TABLE 5

Total Number of Status Offenders on Hand at Six Month Period End

	Legal Status *	
	7	8
December 31, 1979	19	140
June 30, 1980	20	148
June 30, 1981	11	95
June 30, 1982	8	58

TABLE 6

Total Number of Status Offenders New Cases Opened in Six Month Period

	Legal Status *	
	7	8
January 1, 1980 - June 30, 1980	3	36
January 1, 1981 - June 30, 1981	1	9
January 1, 1982 - June 30, 1982	1	18

* Legal Status 7 is truant

Legal Status 8 is wayward

and offenders put on diversion. Thus, just ten percent of the clients were recidivists as defined by a new petition being filed. These "recidivists" do not include clients on whom petitions were filed while still actively in treatment. There were 37 of these cases. Most of those petitions were filed because the YCC advised SRS that out-of-home placement would be advisable. In these cases family counseling was not sufficient to resolve the problems that prompted the contact with the juvenile court. If these clients are counted as "recidivists" or program failures, the recidivism rate is exactly doubled.

A control group of 81 status offenders was surveyed to compare to the treatment groups. These youths were chosen by examining 81 consecutive status offenders who came into contact with the juvenile family court services in Sedgwick County just before the implementation of the YCC project mid-year 1980. These youths were not a true control group for several reasons:

1. they were not ramdomly selected, and
2. they were in fact given "treatment" by staff at family court services who provided counseling whenever time permitted and to the best of their abilities.

Thus, the comparison made is better described as comparison of two types of treatment.

Demographic characteristics of the treatment and control groups were compared. There were no significant differences between the group on the variables of age and race. There was a tendency for the YCC to serve a higher proportion of female clients - about 6 per cent more than seen in the control group, but this is not considered a significant difference.

About 50 per cent of KCSL-YCC clients were self-referred. Prior to the

inception of the YCC project, self-referral to juvenile court was not encouraged Thus, a difference between the treatment and control group which the evaluators could not eliminate through methodological design was the possibility that self-referrals may have been more motivated for treatment. However, rates of achieving goals in counseling, as assessed by YCC staff, were not different for self-referred versus other referred clients. Thus, post-hoc comparison suggests comparability of amenability to treatment.

Examination of the six month period following the dismissal of the 81 status offenders from Family Court Services showed that 24 or 29 per cent were petitioned by the juvenile court within six months.

Comparison of the YCC clients with the control groups suggests that superior results were obtained from the intensive family counseling services. A reduction from 29 per cent to 10 per cent recidivism was obtained. (29 per cent to 20 per cent using the least favorable comparison). The two groups were highly similar on the measured comparison variables. The control group was sampled from a period of time close enough to the treatment group to allow confidence that historical events alone (i.e., changes in attitudes toward offenders) would not account for the results. Certainly the juvenile court, like SRS, was in a period of change in 1980 in the manner of handling status offenders. There was expressed reluctance on the part of the court to detain or petition status offenders, but this attitude had been developing for a period of several years before 1980. In fact, the YCC Project was an outgrowth of the cooperative efforts of SRS, the Court, and KCSL to deal with the status offender problem. Financial pressures for the court not to petition status offenders is not likely to have had as dramatic

an effect as financial pressures on SRS not to place offenders in out of home placements. Thus, the reduction in petitions on the treated group is best explained by the effectiveness of the treatment itself rather than confounding variables which were not possible to control.

The follow-up period of six months, though short, is more acceptable in studies of status offenders than in studies of adult felons. This is true because status offenders are generally considered to be more related to situational stress than to more enduring personality traits. The nature of the YCC project was to help resolve immediate crises. However, the project did at times seem to take a direction of being concerned with more basic changes in family systems - a direction the evaluators felt was beyond the scope of the project. In any case, the essential crisis services were delivered as promised, and there does appear to be a measurable impact on clients served.

Program Impact on Youth Residence Hall

An important objective of the YCC Project was to reduce the number of status offenders detained in the Youth Residence Hall. Change in public law effective July 1, 1980 virtually eliminated detention over 48 hours but short term detention remained. The rationale for the need to eliminate even short term detention was not clearly stated in the KCSL grant proposal. As explained in the introduction to this report, the reasoning was based on labeling theory, which speculates that contact with the formal criminal justice system stigmatizes youth. Thus, keeping status offenders out of short term detention was seen as desirable to help youth avoid emotional

trauma.

In order to show positive reduction of overnight detentions, the evaluation team argued from the project's inception that KCSL would need to establish an effective liason with the Detention Hall. This liason would require that someone from the YCC be available in the night hours to rescue youth picked up by the police and brought to the Detention Hall. Youth who stay the night at the Detention Hall are classified as short-term detained.

The YCC established a written policy in cooperation with the Detention Hall to outline procedures for referrals (Appendix A). The evaluators then collected data from the Youth Residence Hall in Sedgwick County on status offenders seen by the facility. Table 7 shows the types and numbers of referrals made to the YCC and Court Services. The third column, "referral to court services" represents youths who were detained overnight each month then referred to the juvenile court's family services section the next morning. In most of these cases the client would then be referred to the YCC. The data show an average of six youths per month still being detained overnight in the Youth Residence Hall.

Discussions were held with YCC staff in 1981 about figures available up to that time. YCC staff maintained that it was too expensive to employ a staff member during the night hours and that appointment times were kept open in the early morning to serve youth picked up overnight. The Director of the Detention Hall also expressed little concern for the overnight detentions. The youth were held in a secure, clean facility that had adequate bed space and staff to manage the six cases per month.

It is not the purpose of this report to determine whether those overnight

TABLE 7

Status Offender Contacts By Youth Residence Hall (Detention Hall)

	Directly Referred to KCSL[1]	Indirectly Referred to KCSL[2]	Referred to Court Services[3]
February 1981	1	10	7
March 1981	2	9	12
April 1981	1	5	5
May 1981	0	4	4
June 1981	5	8	5
July 1981	1	3	6
August 1981	3	5	9
September 1981	1	7	5
October 1981	2	12	13
November 1981	0	5	8
December 1981	0	1	4
January 1982	1	5	6
February 1982	0	4	14
March 1982	1	8	21
April	0	3	16
May	0	7	8

1. Direct referrals are those for whom an appointment is made by Detention Hall staff.
2. Indirect referrals are those who are given information about the counseling services available at KCSL.
3. Clients in this category have been temporarily detained.
   Source: Director - Youth Dentention Hall

detentions should be eliminated in the future. However, a stated goal of the project was to reduce the short-term detention. Though there were early plans to address this problem, there was not a sustained, successful implementation.

Cost Analysis*

Three methods of looking at program costs are presented in this section:

1. approximate costs by type of service
2. cost by hours of client service
3. summary of monthly cost

Each of these methods looks at cost from a slightly different perspective. The first set of calculations was made on a fiscal year basis and was not tied to specific cases. The second and third sets are based upon contact hours of cases closed during the period October, 1980, through March, 1982.

The outcomes of each method of calculation are stated in different terms. The "approximate cost for the services" deal with the portion of resources allocated to carry out specific functions. The costs associated with client services delivered consider the outcome, what was produced, and what portion of the total cost is attributed to each type of outcome.

These analyses are not intended to be exhaustive cost summaries, but are intended to be descriptive of what occurred during the project and provide a supplement to the demographic and program component data.

Approximate Cost by Type of Service

Data for the fiscal years 1981 and 1982 are displayed in Table 8. Two program components were isolated: volunteer coordination and 24 hour on call. The costs were developed using the following assumptions:

* This section was prepared by Benjamin Coates.

Table 8

Approximate Cost by Type of Service Delivered
FY 1981 - FY 1982

June 1980 - May 1981

Volunteer Program	$ 40,401	24.2%
On-call	19,311	11.5%
Other	108,872	64.3%
Total	$ 168,584	100 %

June 1981 - May 1982

Volunteer Program	$ 37,987	26.2%
On-call	14,649	10.4%
Other	91,758	63.4%
Total	$ 144,394	100 %

1. Personnel costs were figured on the basis of time allocated for these staff to perform these tasks

2. these functions used an equal share of all resources such as clerical support, supplies, telephone, etc.

3. that usage of these supplies and manpower were constant over three month segments of time

With these assumptions in mind, fiscal records were examined for the 8 quarters concerned. Staff costs were determined by matching persons assigned to these functions to payroll figures. Then the percentage of time devoted to each function was determined by computing total professional time available divided by professional time per quarter per function.

These percentages were the basis for determining the percentage of support costs that could be attributed to the task. All specific costs that were function-specific, such as part-time on call staff, were added to the base staff costs. Then the remaining support costs were allocated according to the percentage calculation discussed above. The result was a quarter by quarter estimate of the cost for each segment.

The percentages remained very constant, even though the number of staff assigned changed over time. The percent of total staff by function did not vary. That is, when volunteer coordination was reduced from 2.0 FTE to 1.0 FTE the total number of professional staff was also reduced.

The cost allocated to these two segments accounted for about 35-37 percent of the total budget. The total dollar allocation was lower in FY 82 than FY 81 and all portions of the project reflected this change. The volunteer budget increased from 24.2 to 26.2 percent of the total.

Cost by Hours of Client Service

The data displayed in Table 9 provide a breakdown of project products. There were two specific products of the project that are measurable: hours of direct client service and hours spent providing information over the telephone. In essence, all the project efforts, such as training, community relations, administrative support, and everything else involved in the daily operation of the project are geared toward these outcome.

The real goal revolved around the direct services function, but the information and referral function was necessary to provide an intake-screening system that was available 24 hours a day. Thus, at this level both types of client service hours are included.

The period covered extends from October, 1980, through March, 1982. By October the project was up to speed and data collection mechanisms were in place. The eighteen month period provides a look at how clients entered the system and how they were dealt with. The project devoted 24.9 percent of its client service hours to the telephone on-call portion of the program and 75.1 percent to working with opened cases. The average time spent per service was .71 hours per phone call and 6.39 hours per client for opened cases.

When reviewed as total cost per type of client service the information and referral portions cost $58,861 for the 18 month period, a rate of $3,270 per month and the direct service portion was $177,529 or $9,863 per month. When broken down into smaller units each phone call averaged $43.75 and each closed case cost $393.75. This method assumes that all client service hours were delivered by the "average" counselor and were supported by the "average"

Table 9

Total Hours of Client Service Delivered
October 1980 - March 1982

Type of Service	Hours Delivered	Percent of Total
Information and Referral	953.56	24.9
Direct Service	2882.75	75.1
Total	3836.31	100

Total Cost	$236,390
Total Hours	3836.31
Cost Per Client Service Hour	$ 61.62

Cost by Type of Service

Information & Referral	$ 58,861
Direct Client	$177,529

support staff and used an "average" amount of other resources.

Thus, using the logic above, each client service hour cost $61.62 to deliver. This included all categories of expenditures necessary to carry out the project. The training, administration, volunteer coordinator, etc., expenses are viewed as a cost of doing business.

Summary of Monthly Cost

This view narrowed the cost picture of how much each closed case cost for the 18 month period of October 1980, through March 1982. The logic behind this analysis is that all expenditures including those used to provide information and referrals are geared toward identifying cases to be served. All support costs must be focused on helping the project identify and serve members of the targeted population of at-risk juveniles. Thus, the only true outcome of the project is the number of cases closed and the cost of accomplishing that end.

There were 453 closed cases during the 18 month period, an average of 25.2 per month with a range of 11 to 44. The total project expenditures for the period totaled $236,390, yielding an average cost per closed case of $521.83 for the 18 month period. This figure does not adequately portray the trend in cost per month figure. Table 10 shows the average cost per case per month and by six month period. Costs per case declined for each six month period going from $587.38 to $433.28 - an overall reduction of 26.2 percent.

The trend is encouraging in that the project became more efficient at processing cases largely because paid staff were replaced with trained volunteers. By the end of the project period the heavy investment in

Table 10

Total Monthly Cost Broken Down by Average Monthly Cost Per Case and Six Month Average Cost Per Case

October 1980 - March 1982

Month	Total	Average Cost per Case	Six Month Average cost/case
October 1980	13,172	522.70	
November	16,658	661.03	
December	14,115	560.12	
January 1981	15,044	596.12	
February	11,656	462.54	
March	18,167	720.91	587.38
April	11,477	455.44	
May	13,809	547.98	
June	14,877	590.36	
July	13,389	531.30	
August	15,024	596.19	
September	13,491	535.36	542.77
October	13,390	531.34	
November	11,480	455.56	
December	12,842	509.60	
January 1982	8,348	331.27	
February	8,929	354.33	
March	10,523	417.58	433.28
Total Cost	236,390	18 month 521.83	

1) includes 15.3 percent overhead

2) based upon an average of 25.2 cases per month

volunteer recruitment and training was beginning to pay off. The staff was able to use its experience to provide the same level of service at a reduced cost.

Summary

This analysis has focused on various costs. The first analysis dealt with how funds were allocated and the last two with how they produced outcome.

1. The final analysis must consider the cost per closed case, all costs are related to this and must be viewed as a related expense. The average cost per case closed went down by 26.2 per cent over the 18 month period, an encouraging sign.

2. The cost per client hour is greatly inflated by the expense related to the 24 hour on-call line. These costs make up almost one fourth of all costs. This should be weighed against its usefulness.

3. The volunteer program, while paying some dividends, is also very expensive. More than one-fourth of the budget is earmarked for these expenses. This item needs to be considered in tandam with the on-call service.

DISCUSSION

Some discussion of results has been included in the results section. However, some additional clarification may be helpful.

The major difficulty in evaluating this project is not determining what happened but rather why it happened. The theoretical concepts that prompted the project were a combination of labeling theory and faith in the effectiveness of family counseling. It was labeling theory that led to the initial belief in the necessity of reducing stigmatizing contact, especially detention, with the criminal justice system. The empirical support for labeling theory, however, has not appeared in the literature. The results of this evaluation more strongly argue for the value of the intensive counseling intervention in status offender cases for several reasons.

First, nearly fifty percent of the YCC referrals come from the juvenile court, law enforcement, SRS, the Youth Residence Hall, etc. Yet their rate of success in achieving goals in counseling was nearly identical to the rate of success of clients who were self-referred (66 percent vs. 69 percent). Thus, there is no reason to assume that prior contact with the criminal justice system or the fact of self-referral had as important an impact on outcome as the counseling itself.

The value of the services offered to clients is a matter for value judgements, not statistical measurement. But inevitably program planners must consider the dollar cost of providing services. The results suggest that the direct provision of crisis counseling was effective. It is clear that clients will be readily available through referral from the courts, police, schools,

and detention centers without advertising. The telephone hotline no doubt helped some clients even though they were never seen further in counseling. But the question must be raised as to the cost effectiveness of this service, particularly since referrals can be received without it and since there seems to be little persuasive evidence of the need for clients to avoid being referred through more formal channels.

The telephone hotline, drop-in groups, family strengthening groups, etc. may be valuable services, but not if they take funds needed for the delivery of direct crisis counseling services. There was no indication that this happened in this project. However, the program was expensive to operate. If the cost is to be reduced in the future, managers should consider maintaining the direct services at full strength by reorganizing or reducing other aspects of the program. The evaluators could not distinguish a difference between clients who contacted on the hotline and those who were referred by the Detention Hall or juvenile court. Nevertheless, it is possible that self-referred clients could be less serious cases than other referred clients. In any case, it is clear that if a choice must be made that priority should be given to those clients already in contact with the juvenile justice system.

SUMMARY

To summarize the results of the evaluation, we refer to the goals of the project and to other related considerations.

1. Did the project reduce the number of status offenders adjudicated and placed outside the home in Sedgwick County?

SRS records do indicate a reduction in the number of new cases and cases on hand. It is not clear, however, whether this is due to the YCC Project or to social and economic factors at work in the community.

2. Did the project reduce the number of status offenders detained in the Youth Residence Hall?

The records from the Youth Residence Hall indicate that youth who are picked up after the YCC staff leaves for the night are still detained despite early project efforts to design procedures to alter this. However, there is no evidence that this detention traumatized these youth. It may well be that the expense of hiring staff to work the night hours would not be cost effective. The main value of the program seems to be that the intensive family counseling is more important than reducing all detention.

3. Did youth served by the program reduce their risk of recidivism and long term placement?

Compared to a comparable, but not randomly selected control group, the YCC program did significantly reduce renewed status offender behavior. A percentage of clients served by the program were referred to SRS for placement, but in most cases the family counseling was sufficient to defuse the crisis.

4. What was the program cost?

The costs for each closed case averaged $393. Each call on the crisis line averaged $43.75. There is some question whether the crisis line is truly

necessary, if it is accepted that youth are not particularly hurt by being channeled to the project through the juvenile authorities. The crisis line provides an easy way for people to contact the program but may encourage some unnecessary contact. It was not within the scope of this evaluation to judge whether services were cost effective. Nevertheless, project staff may wish to examine methods of reducing costs by concentrating only on the most needed services to the highest risk clients.

5. Did the project serve the intended client group with the services promised in the grant proposal?

Though there were some changes in the project as it evolved, the services offered were provided in the quantities as written in the grant proposal. (It is worth noting that the high cost per case could have been calculated and predicted when the grant was awarded because the projected number of clients and amount of the grant were clearly outlined.)

The clients served by the project met the criteria developed for determining eligibility. Their age and race were comparable to status offenders in general in Kansas. The project did serve a slightly higher proportion of females than in a random sampling of status offenders, but this was not seen as significant.

NOV 07 198

November 5, 1980

TO: KATHY TUCKER

FROM: LARRY VARDAMAN

RE: Referrals of Status Offense Cases to the Youth Crisis Center.

The following are proposed guidelines on referring status offense cases from the Youth Residence Hall to the Kansas Childrens Service League's Youth Crisis Center.

1. Upon admittance of a status offender at the Youth Residence Hall, a Youth Residence Hall staff member will determine if the youth will be released from the facility. The determination will be made using the following intake guidelines that apply to status offense cases:

   Youths will continue to be detained if:
   a. the youth is admitted on any pending charge (including waywardness) who is presently on a conditional or temporary release from the Youth Residence Hall;
   b. the youth is admitted on any pending charge (including waywardness) and there is a referral hearing already pending.
   c. the youth is admitted on any pending charge (including waywardness) and the parent, legal guardian, or other responsible person is not available to release the youth to;
   d. the youth is admitted on a pending charge of waywardness whose immediate release, in the opinion of the Supervisor, would place either the youth or another person in danger;
   e. the youth is admitted on a pending charge of waywardness when the Court already has jurisdiction over the youth in a miscreant or delinquent case when the Supervisor determines that the youth is clearly:
      1. dangerous to self or others, or
      2. unlikely to return for hearings, or
      3. endangered without further care.

   All other youths brought to the Youth Residence Hall strictly on status offense cases will be released by the YRH supervisor.

2. During the course of releasing status offense youths the Youth Residence Hall staff will provide crisis intervention counseling when possible.

3. During the hours of 8 a.m. to 9 p.m. Monday through Friday and 5 p.m. to 9 p.m. Saturday and Sunday the Youth Residence Hall staff member will make a direct referral of strictly status offense cases being released by the intake process to the Youth Crisis Center when:
   a. After crisis intervention is completed at the facility and it is determined that more intervention is immediately needed than is available at the facility.
   b. Crisis intervention was not available at the facility and;
      1. the youth and family are requesting that they receive such services immediately, or
      2. it is determined by the Youth Residence Hall worker that an immediate crisis intervention session would enhance the chances of success.

4. Direct referrals to the Youth Crisis Center will be defined as the Youth Residence Hall staff member calling the center when the youth is still at the Youth Residence Hall. An appointment will be set by the Crisis Center staff. The time of the appointment will be determined by the information received and staff availability. A KCSL referral form will be completed by the staff member releasing the youth and forwarded to the Youth Residence Hall's Placement Counselor who in turn will mail it to the Youth Crisis Center.

5. Whenever a youth is released from the YRH after a direct referral has been made to the Crisis Center, the Youth Residence Hall's paperwork will reflect that the youth was released to their parents, guardians, or legal custodians, even if it was via the Youth Crisis Center. If a Youth Crisis Center staff member picks up the youth for an appointment with his parents at the Crisis Center the release will be noted as to the parents via the Youth Crisis Center.

6. Whenever a direct referral is made by the Youth Residence Hall to the Youth Crisis Center, the Youth Crisis Center will be responsible to send a report on the referral to Family Court Services.

7. Status offense cases that are released by the intake process without a direct referral to the Youth Crisis Center will be informed of their services by the Youth Residence Hall staff.

8. Youths that are held on status offense cases until the Youth Residence Hall's Placement Counselor reports to work will be referred to the Court's Family Court Services Section. It would then be the responsibility of Family Court Services whether to make a referral to the Youth Crisis Center.

cc: Liz Albright
Amy Cullom
Marla Sutton

APPENDIX B

TRAINING COMPONENT EVALUATION - January, 1981 - Donna Love - Summary

As stated previously, it is very difficult to prove that training for staff has significant effect on their performance. However, a great deal of money is spent on training and one needs to try to evaluate whether or not it is worth the time and money. My initial reaction is that the kind of crisis and family counseling being done requires a fairly high degree of skill and short-term workshops, etc., are probably not adequate in themselves, however, one has to evaluate the level upon which the counselors operate due to previous education, experience, and training. If counselors have a sound educational background and/or some experience, then short-term training can sharpen skills, present new concepts and be quite useful. There is always the problem of the sessions being too elementary for some and over the heads of others. In my sampling of staff responses to questions about training, they generally expressed that they felt they had gained from the sessions. Most of them said they did not anticipate needing as much knowledge of family intervention, and now realize this is the area that was fairly new to most of them and needs more work. They aren't doing as much strictly individual counseling as anticipated. The need to learn about family systems, and the techniques for working with families. From my talks with staff I would recommend at this point that instead of adding too many more workshops or lecture type things, that consultants who are actively doing family therapy, arrange to sit in with the counselors, and the two of them function as co-therapists in actual client interviews. I believe that this would be extremely helpful to

counselors. Also, I would recommend that sessions be taped whenever client permission can be obtained and then consultants time be obtained to go over some of the tapes with counselors: this could be done on a group basis and would give specific insights into family functions, techniques appropriate, etc. Training of the type being given is a good supplement, but doesn't replace more in-depth education and experience.

Summary of Information and Referrals Delivered by Type of Service, by Frequency, by Number of Hours, and by Percent
October 1980 - March 1982

Type of Service	Frequency	* Hours Spent	Percent of Total Time
Information Only	284	206.64	21.7
Solved Problem	123	87.33	9.2
Client declined service	135	95.85	10.1
Client to call back	260	184.60	19.4
Appointment not kept	106	75.26	8.0
Other	428	303.88	31.9
Total	1,336	953.56	100.00

* Computed at .71 hours per call

Type of Information Given by Category, by Frequency * and by Percent of Total
October 1980 - March 1982

Category	Frequency	Percent of Total
Juvenile Court	94	8.2
SRS	121	10.6
Law Enforcement	76	6.6
Schools	20	1.7
Other KCSL Programs	58	5.1
Other	398	34.8
None	377	33.0
Total	1144	100.00

* 192 cases not included due to missing data

Cases Transferred by Category by Frequency by Percent of Total
October 1980 - March 1982

Category	Frequency	percent of total
Juvenule Court	15	3.4
SRS	22	4.9
Schools	3	0.7
Other	39	8.7
None	367	82.3
Total*	446	100.0

* 7 cases, missing data

Reason for Case Closure by Category by Frequency by Percent of Total
October 1980 - March 1982

Category	Frequency	percent of Total
Runaway	6	1.3
Goal not attained	75	16.6
Goal partially attained	183	40.4
Goal attained	121	26.7
Transferred	58	12.8
Other	10	2.2
Total	453	100.0

Transfers to other KCSL Services by Category, by Frequency by Percent of total
October 1980 - March 1982

Category	Frequency	percent of Total
Group Counseling	4	0.9
Management	11	2.5
Foster Care	2	0.5
None	427	96.2
Total*	444	100.0

* 9 cases, missing data

Previous SRS Foster Placement Status by Frequency and Percent of Total
October 1980 - March 1982

Category	Frequency	Percent of total
Yes	18	4.0
No	421	93.1
Unknown	14	2.9
Total	453	100.0

Previous Detention Status by Frequency by Period of Total
October 1980 - March 1982

Category	Frequency	Percent of Total
Yes	64	14.1
No	359	79.2
Unknown	30	6.6
Total	453	100.0

Reason Case Opened by Frequency and by Percent of Total

Category	Frequency	Percent of total
Status offense	156	34.4
Detention	49	10.8
At risk history	190	41.9
Abuse	20	4.4
Other	38	8.4
Total	453	100.0

Client Status by Frequency by Percent
October 1980 - March 1981

Status	Frequency	Percent
Repeat	58	12.9
New	390	87.1
Total*	448	100.00

* 5 cases, missing data

Previous Legal Status by Category by Frequency by Percent of Total
October 1980 - March 1982

Category	Frequency	Percent
Delinquent	8	1.9
Status	30	7.0
Deprived	9	2.1
None	332	89.0
Total*	429	100.00

* 24 cases missing data

Reasons Why Services Beyond Telephone Counseling Not Available, by Category, by Frequency and by Percent of Total
October 1980 - March 1982

Category	Frequency	Percent of Total
Non-resident	41	12.3
Not a Juvenile	148	44.3
Truancy	3	0.9
Other Needs	91	27.2
Adjudicated	25	7.5
Other	26	7.8
Total	334	100.00

Reasons Why Cases Not Opened by Category, by Frequency and by Percent of Total
October 1980 - March 1982

Category	Frequency	Percent of Total
Information only	284	28.2
Phone Call Solved Problem	123	12.2
Declined Appointment	135	13.4
Client to Call Back	260	25.8
Appointment not Kept	106	10.5
Other	99	9.8
Total*	1007	100.00

* 329 cases not included due to missing data

Referral Source by Race

Race	Juvenile Court	SRS	Law Enforcement	Schools	YRH	Friends	Publicity	Other	Total
White	81	11	27	59	25	43	40	83	369
Non-white	24	3	6	9	7	6	4	16	75
Total *	105	14	33	68	32	49	44	99	444

* Missing data for 9 cases

Summary of Services Delivered to Opened Cases by Type of Service, by Number of Clients, by Time and by Percent

Type of Service	Number of Clients *	Average Number of hours spent	Total time	Percent of total time
Phone Counseling	418	1.26	525.00	18.2
Group Counseling	28	5.52	154.50	5.4
Individual Counseling	200	2.11	421.50	14.6
Family Counseling	358	2.80	1001.50	34.7
Collateral Contact	230	1.00	230.00	8.0
Indirect	332	1.66	550.25	19.1
Totals			2882.75	100.00

* a single client may receive more than one service thus the total number of clients exceeds 453

SEX

	Male	Female	
Juvenile Court	257 (42%)	350 (58%)	Total 607
KCSL	475 (36.9%)	811 (63.0%)	1286

50 cases are not included due to missing data

RACE

	White	Non-white	
Juvenile Court	458 (86%)	78 (14%)	Total
KCSL	252 (68.1%)	118 (31.9%)	

966 cases included due to missing data

AGE

	1-9	10	11	12	13	14	15	16	17+	
Juvenile Court	2	5	8	29	65	134	190	110	64	Total 607
KCSL	32	12	20	46	111	161	197	231	332	1142

199 cases not included due to missing data

Washburn University
of Topeka

Department of Criminal Justice
with Majors in Corrections
and Criminal Justice

Pat Ireland
Social and Rehabilitation Services
Division of Services to Children,
Youth and Adults
Smith Wilson Building
2700 W. 6th Street
Topeka, KS 66606

August 29, 1980

Dear Pat:

I am enclosing the evaluation design that George Harris has submitted. I have worked out an outline that details the evaluation issues, the necessary data requirements and time frames for reporting. The outline is attached to Harris' report.

The design is based largely on the discussion of our meeting of August 22nd. As you will recall I specifically asked you and Kathy Tucker to identify the issues you would want in the evaluation.

Kathy's issues are in a large part discussed in the Descriptive segment of the evaluation. She was most interested in using the evaluation to determine who the client group is, what impact the project has on other community organizations and services, and what effect is the project having on recidivism rates.

Your major issues are dealt with more in the Comparative section. You specifically wanted to know whether the project is dealing with the right client group, whether the project is having an impact on reduction of detention, long term placement, court contacts, and juvenile court services; and what is the cost of this project.

The evaluation that we are proposing will be a two part study. First, we will develop a descriptive assessment of the project dealing with what the project is doing on a regular basis. Secondly, we will take a comparative approach to determine if what the project is doing contributes to any changes in the juveniles as compared to what was being done with juveniles in the past.

Topeka, Kansas 66621
Area Code 913 295 6411

This proposed approach should answer the questions posed by both you and Mrs. Tucker.

Please review the design and send me any suggestions or revisions by September 12, 1980. I would like to arrive at a consensus on the design by September 19, 1980 so your immediate response is appreciated.

Sincerely,

Ed Minnock

Ed Minnock
Assistant Director

EM/cp

As a result of the meeting, August 22, in Wichita, the evaluators have revised the original evaluation proposed to reflect changes made necessary by program development and new information. The following report details more precisely the plans for evaluation and explains conditions under which the evaluation can be successfully completed.

DESCRIPTIVE EVALUATION

1. KCSL has been providing information to both SRS and the evaluators about program implementation, and this information need not be duplicated.

2. KCSL has been maintaining case information on clients, but due to its form W.U. will ask that that information be transferred to a form developed by the evaluators for easier statistical tabulation on client characteristics (see 4b below).

3. The evaluators have spent much time in examining program logic and have discussed this on several occassions with KCSL staff. The evaluators will complete a comprehensive written description of the Youth Service Program activities and logic and will include this in a final report to SRS.

4. As a result of the examination of program logic, the evaluators believe that two key events must be examined:

   A. Training; The evaluators have asked that training, materials, course outlines and objectives be forwarded from KCSL. Copies of developed hard books, policies and procedures, volunteer guidelines, etc. are needed. The evaluators want to determine if there is a rational connection between training, delivered and job function of staff. The evaluators will then examine a random sampling of cases (i.e., counseling notes) to judge (on a very subjective basis) whether accepted principles of counseling, therapy, etc. are being used by staff. Without this assurance, it is impossible to credit any project outcomes to staff interventions.

   B. The evaluators are also concerned, after examination of the program to date, that program procedures for soliciting clients and changes in public law regarding status offenders will make selection of adequate comparison groups on client outcomes an impossibility. That is, the less program clients are truly "at risk" of becoming status offenders, the less comparable these clients are to baseline data from previous years. Consequently, the evaluators will take two steps to gauge comparability of program clients:

1. Comparison of program clients to the previous year's status offenders will be done on demographic characteristics if such data is obtainable from juvenile court records. (Info. on program clients will come from the client sheet described in 1. above).

2. A random sampling of KCSL cases will be examined at various intervals to determine (subjectively) whether clients served meet the test of being "at risk" of becoming status offenders. Evaluators will want to discuss and describe the decision making process which allows clients to become eligible for services. These two steps to examine characteristics of program clients are crucial because existence of a Youth Services Project may have created a new client group which has no adequate counterpart to be compared to in the Sedgewick County Juvenile Justice System. Should the data suggest that possibility, outcome studies of a comparative nature would be invalid.

Other Evaluations, Descriptive in Nature:

1. The evaluators will report the number of clients served in the various program components with a breakdown of client demographic characteristics by service component.

2. Evaluators will determine the number of hours of clients' involvement in various services.

3. Evaluators will construct, distribute, and analyze a scale to measure community attitudes toward the KCSL project to determine the level of community acceptance and use of program.

II. Comparative Evaluation:

The ability of the evaluators to complete this segment of the evaluation depends on two factors:

1. That clients served by the KCSL program are comparable to previous status offender samples (as discussed in 4b).

2. That information available from SRS and the Juvenile Court be specific enough to allow reconstitution of a control group baseline data in a previous year. At this time, the evaluators believe adequate information is available and accessible.

III. Cost Analysis:

There are three basic approaches that can be taken in performing a cost analysis. A cost-benefit study can be performed whereby project benefits are assigned dollar values and a comparison of costs to benefit is made. A cost effectiveness study can be developed to compare the Wichita project to similar projects on a cost standpoint. The third approach is to conduct a straight cost analysis whereby project costs are analyzed to determine how project dollars are distributed within the project.

The first two approaches, cost-benefit and cost effectiveness are extemely time consuming and costly operations to perform. They are also difficult to analyze. It is extemely difficult to assign dollar values to social program benefits. It is also easy to misinterpret results of such a study. Cost effectiveness studies are also difficult to assess as they require the existence of similar projects to perform comparisons.

Because of the nature of the Wichita Youth Services Project and the stated intent of the evaluation we believe that a straight cost study should be performed at this time. The cost analysis will examine:

1. Cost per client day
2. Cost per client served
3. Cost per service offered
4. Training Costs
5. Total costs per year

-EXAMPLE-

Client Information Sheet

Sample - to be revised after review by KCSL

Client's Name _____

Case # assigned ☐ ☐ ☐ ☐

Date of client initial contact with KCSL _____

(for evaluator use)

Race ☐

1 - White
2 - Black
3 - Mexican - American
4 - Other

Age ☐☐
(in years)

Sex ☐

1 - M
2 - F

Previous system contact with juvenile court
(to be completed by evaluator)

1 -
2 -
3 -
4 -

Referral Source ☐
(Same as reported on KCSL quarterly report)

1 - Juvenile Court
2 - SRS
3 - LE
4 - Schools
5 - Other
6 - Self

☐ Reason for opened case:

1. Child in danger of placement because of status offense behavior.
2. Youth in locked detention or has just been released from detention.
3. Youth has history of status offenses or displaying such behavior although still living at home.
4. Alleged child mistreatment which calls for temporary shelter or placement.
5. Other

☐ Service available but case not opened because:

1. Initial phone counseling solves problem.
2. Ongoing service declined by client.
3. Appointment made for future service but appointment no kept.
4. Information only.

☐ Service not available because:

1. Client does not reside in county.
2. Not juvenile
3. Truancy is the only problem.

(For Opened Cases) Service(s) recommended (enter 1 if used, 0 if not used)

☐ Individual Counseling

☐ Family Counseling

☐ Volunteer Match

☐ Temporary Foster Home Placement

Client time spent in various services:

☐☐ # hours individual counseling

☐☐ # hours family counseling

☐☐☐ # days volunteer match works with client

☐☐☐ # days client spends in foster home placement

(All cases) Referral to ☐

1 - Juvenile Court
2 - SRS
3 - LE
4 - Other KCSL Service
5 - Other

☐ Enter 1 if repeat client
0 if new client

Note: Evaluators recommend that this form be completed by KCSL when a case is closed since all information requested will be available at that time.

OUTLINE

EVALUATION DESIGN

DESCRIPTIVE

1. Client Profile

   DATA NEEDED: Client information sheet
   Completed by Youth Services Project staff
   Submitted to evaluators monthly

   REPORTING: Will be reported to KCSL by evaluators
   quarterly and updated quarterly

2. Client profile by service category (i.e., individual and family counseling, foster home placement, volunteer matches)

   DATA NEEDED: Client information sheet
   Completed by Youth Services Project staff
   Submitted to evaluators monthly

   REPORTING: Will be reported to KCSL by evaluators
   quarterly and updated quarterly

3. Profile of sample of previous years' status offenders

   DATA NEEDED: Demographic characteristics of offenders from juvenile court data collected by evaluators. (if data is accessible and available)

   REPORTING: To be included in final report

4. Services offered and volume of clients by service category

   DATA NEEDED: Information from client information sheet completed by KCSL

   REPORTING: Quarterly and updated quarterly by evaluators

5. Community Response Survey

   DATA NEEDED: Responses to Questionnaire
   Questionnaire developed by evaluators
   Sent to community agencies and referral sources
   List of addresses and contact people supplied to evaluators by KCSL.

REPORTING: Fifth Quarter of Project Operation

6. Follow-up on clients, 6 months from project exit. Correlation of length of service with outcome.

   DATA NEEDED: Information on system contact obtained by evaluators from juvenile court, if available.

   REPORTING: Fifth Quarter and then on a quarterly basis

7. Network of Youth Services Project activities and narrative explanation of activities of program rationale.

   DATA NEEDED: Interviews by evaluators with KCSL project director

   REPORTING: Next quarterly report

8. Assessment training offered

   1. Is training offered?

      DATA NEEDED: Attendance records from KCSL staffing onsite observation by evaluators.

   2. Is training appropriate and being used?

      DATA NEEDED: Examination of case records, interview with counselors, volunteers by evaluators.

      REPORTING: Quarterly

COMPARATIVE

All comparative data to be reported in Final Report.

1. Have long term placements in Sedgwick County declined?

   MEASURE: Number of SRS long term out of home placements

   DATA NEEDED: SRS records (or juvenile court requests to SRS for placement (assuming we can request prior year's data from records and assuming comparatibility to KCSL's client group present

   DESIGN: Compare date with years preceding project (test of significant differences, if necessary)

2. Have the number of detained status offenders declined?

   MEASURE: Number of status offenders detained in juvenile hall

   DATA NEEDED: Juvenile hall records
   (same assumptions as above)

   DESIGN: Compared with preceding years
   (test of significant differences, if desired)

3. Do the youth served by the KCSL program reduce their risk of crisis/ contact with the court system?

   MEASURE: Number of police pick-ups resulting in removal to juvenile hall within six months after completion of services at KCSL.

   DATA NEEDED: Juvenile court (Family Court Services) card files

   DESIGN: KCSL clients will be compared to a statistical matched sample of previous years juveniles, whose records will be examined to determine their renewed contacts within six months release from the detention hall.
   Assuming data to complete statistical match is available)

4. Do clients served by KCSL reduce their risk of long term placement?

   MEASURE: Number of petitions for placement through SRS within six months after completion of KCSL services.

   DATA NEEDED: SRS records (again, evaluators are assuming completeness of SRS records will allow contruction of a matched sample)

   DESIGN: KCSL group compared to matched sample from prior year.

5. Do youth served by KCSL avoid locked detention?

   MEASURE: Number of locked detentions for any reason (status offense, misdemeanor, etc.) within six months after KCSL services.

   DATA NEEDED: Family Court Services records (same assumptions as 3 and 4)

   DESIGN: KCSL group compared to prior year matched sample.

COST ANALYSIS

1. Cost per client day
2. Cost per client served
3. Cost per service offered
4. Training costs
5. Total cost per year

DATA NEEDED: Percent of staff time spent on couseling clients
Percent of staff time spent on telephone crisis line
Percent of staff time spent on follow-up
Percent of staff time and expenses incurred in participating in training.
Cost associated with all services provided by project.
Number of client served
Number of days client under supervision of project.

This information will need to be collected by Juvenile Services Project staff and reported monthly to evaluators.

REPORTING: The cost analysis will be reported in Final Report.

NOTE: All of the evaluation components statements described in this design are made with the following caveats:

Data will be collected, analyzed and reported if:

1. *data is available*
2. *the evaluators have access to the data*
3. *the evaluators are supported in their efforts by KCSL staff*